

# COMMUNITY FACILITIES AND INSTITUTIONS

## COMMUNITY FACILITIES

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## Community Facilities and Institutions

*Cities like Sheffield need a whole range of community facilities and institutions to develop and maintain the health and well-being of everyone. It needs larger institutions like hospitals and schools as well as a wide variety of smaller-scale community facilities. It needs places for people to meet socially or for religious activities, childcare and creche facilities, health centres, libraries, information and advice centres.*

*Many facilities are best located in local communities. The City Centre is also an important location for community facilities because of its accessibility and the numbers of people using it.*

*Some facilities draw people from much further afield. Major institutions such as the two Universities have an important role in the local and regional economy and cater for people from a national and international catchment.*

## COMMUNITY FACILITIES

*Community facilities include community centres, drop-in centres, meeting places, youth clubs, creches and nurseries, religious meeting places, non-residential schools and colleges, training centres, medical and health centres, toilets, libraries, information and advice centres, lecture theatres, museums and art galleries. (Sports halls, swimming pools and outdoor play areas are dealt with in the Leisure and Recreation chapter).*

*Developing and maintaining buildings for community uses can be costly and unprofitable. This is*

*especially true in inner areas where needs are greatest. Here, people with disabilities, elderly people, ethnic minorities, women and unemployed people rely more on community facilities which provide a range of services including support, advice and health care.*

*Planning policies have been developed to try and ensure that Sheffield's needs for community facilities can be met. Community facilities are not usually provided by the private sector. The City Council will use its planning powers to make sure that developments provide a wide range of benefits for the community, particularly for disadvantaged people and especially those in inner areas.*

## Definitions

### 'Community facilities'

- see introduction, above.

### 'Readily available' -

easily used by and accessible to all people in the community with no unreasonable barriers because of age, gender, politics, disability, sexual orientation, religion, or membership, etc.

### 'Disadvantaged people' -

all those whose access to facilities is inadequate because of unfair discrimination, poverty, or both. This may include elderly people, people with disabilities, ethnic minorities, women, people with young children, young people, unemployed people and those on low incomes.

### 'Located where there is a shortage' -

in areas which are more than 400 metres from publicly provided community centres, youth centres and drop-in centres. See Maps 10 to 12 opposite.

### Other information

For Policy BE7, see page 66.

For areas where community facilities may be acceptable, ►

## CF1 PROVISION OF COMMUNITY FACILITIES

**The provision of community facilities which are readily available to all Sheffield people will be promoted, particularly where they would:**

- (a) be for disadvantaged people; or**
- (b) be located where there is a shortage;**

**and would:**

- (c) be easily accessible by public transport; and**
- (d) be located within the community they are intended to serve; and**
- (e) comply with Policy BE7.**

### Reasons for the Policy

The Government's national planning guidance states that UDPs should make provision for land for schools and higher education, for places of worship and other community facilities. It also requires planning authorities to have regard to social considerations.

This means looking at the relationship of planning policies and proposals to social needs and problems and their likely impact on different groups of people. The Government's guidance refers to ethnic minorities, religious groups, elderly and disabled people, single-parent families, students, and disadvantaged and deprived people in inner areas.

Community facilities play an important role in encouraging social contact and community development and maintaining the health and well-being of a community. Buildings are needed for social or religious activities, for health services and childcare, or libraries and information centres.

Sheffield's Community Care Plan will create additional demand for facilities.

Some parts of Sheffield have few community facilities and meeting places, and need more (for example, see Map 10 opposite). Disadvantaged people are particularly poorly served.

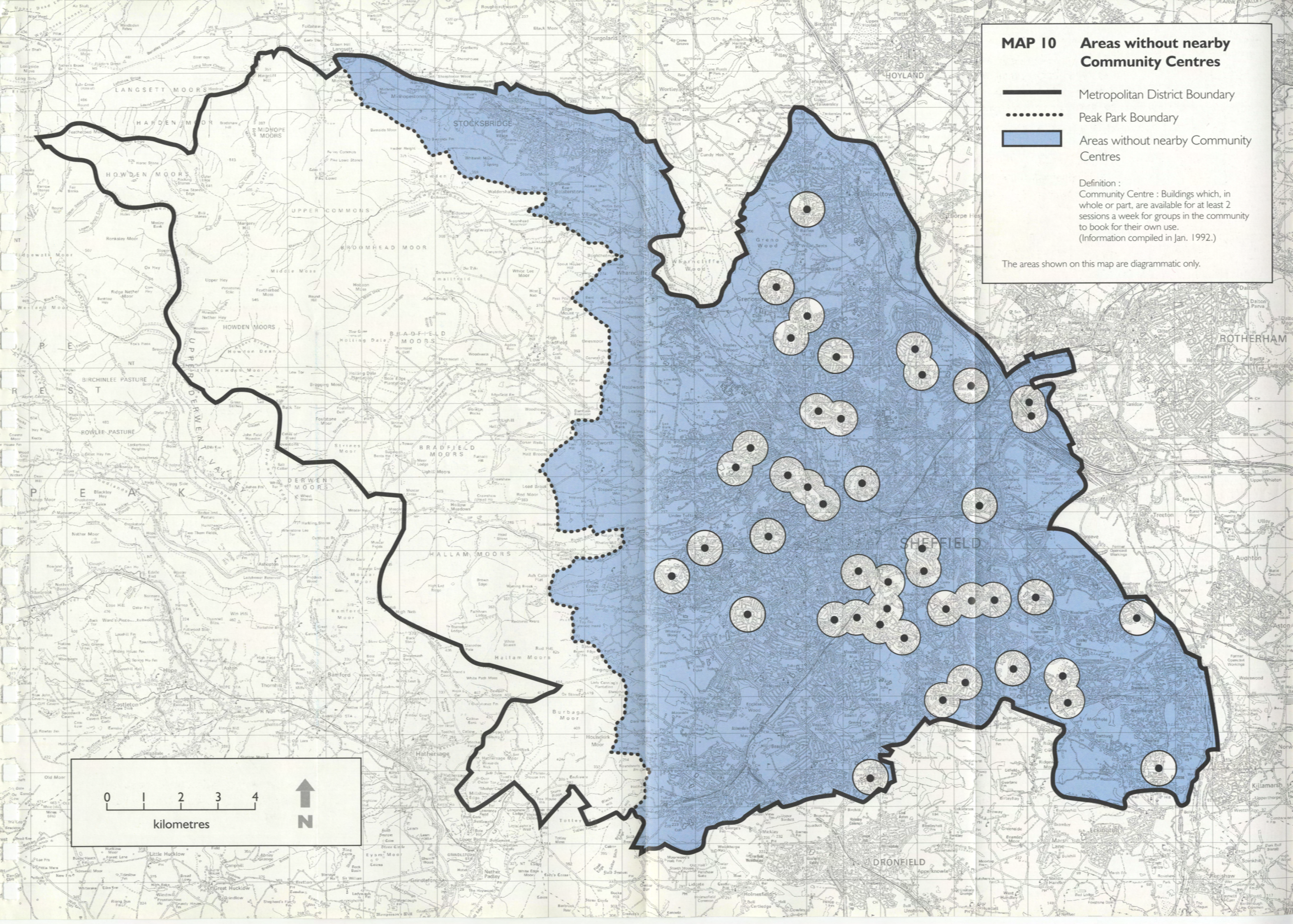
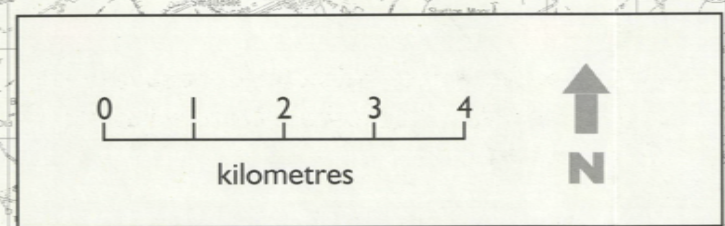


**MAP 10** Areas without nearby Community Centres

- Metropolitan District Boundary
- ..... Peak Park Boundary
- Areas without nearby Community Centres




Definition :  
Community Centre : Buildings which, in whole or part, are available for at least 2 sessions a week for groups in the community to book for their own use.  
(Information compiled in Jan. 1992.)

The areas shown on this map are diagrammatic only.



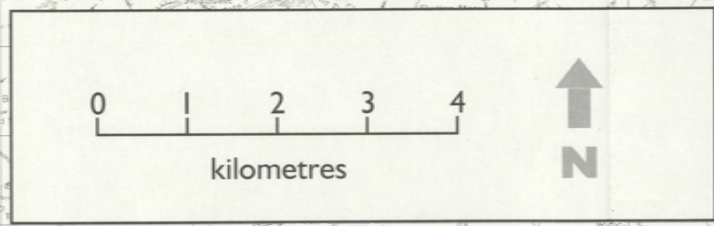
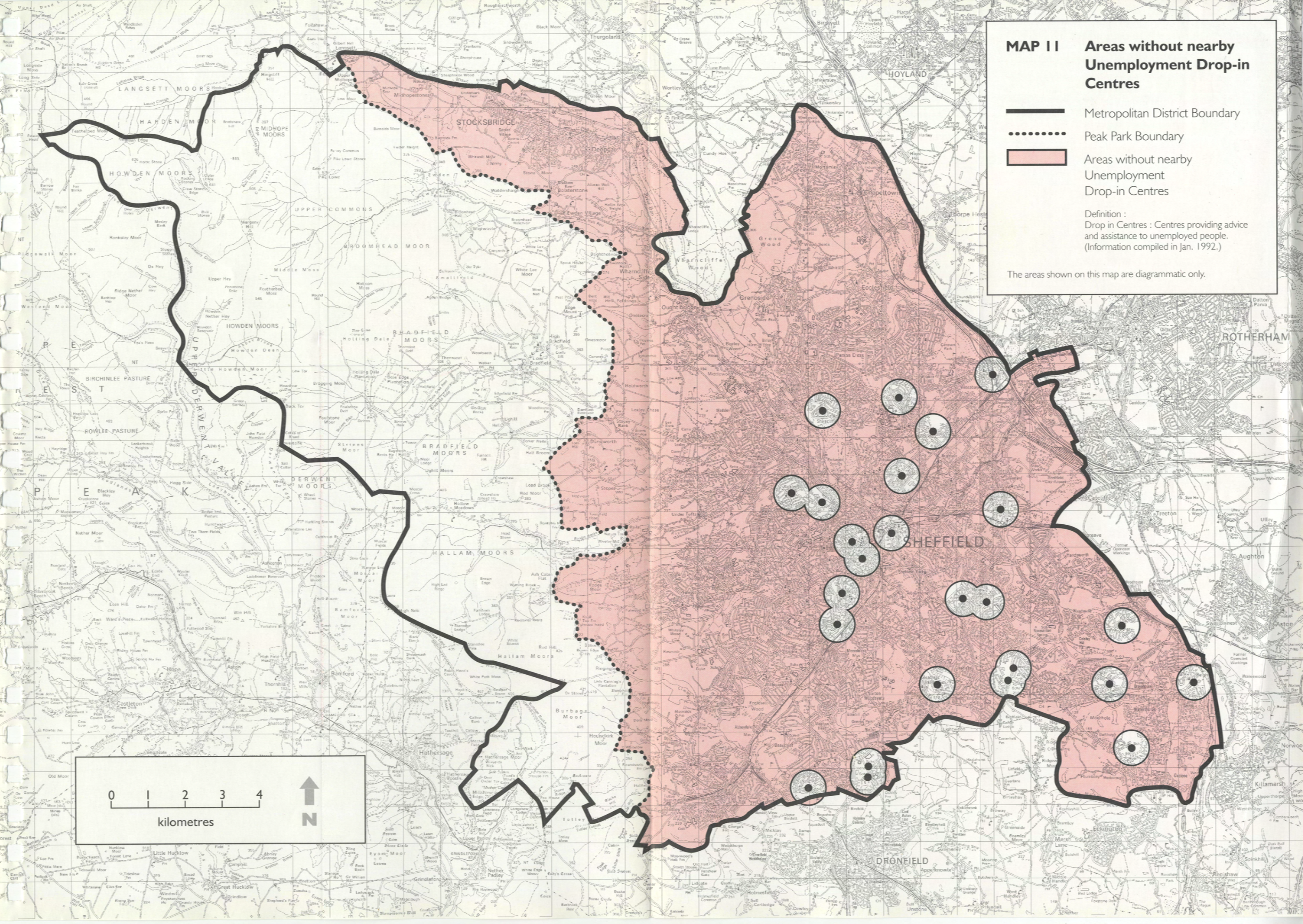


# MAP 11 Areas without nearby Unemployment Drop-in Centres

-  Metropolitan District Boundary
-  Peak Park Boundary
-  Areas without nearby Unemployment Drop-in Centres




Definition :  
Drop in Centres : Centres providing advice and assistance to unemployed people.  
(Information compiled in Jan. 1992.)

The areas shown on this map are diagrammatic only.



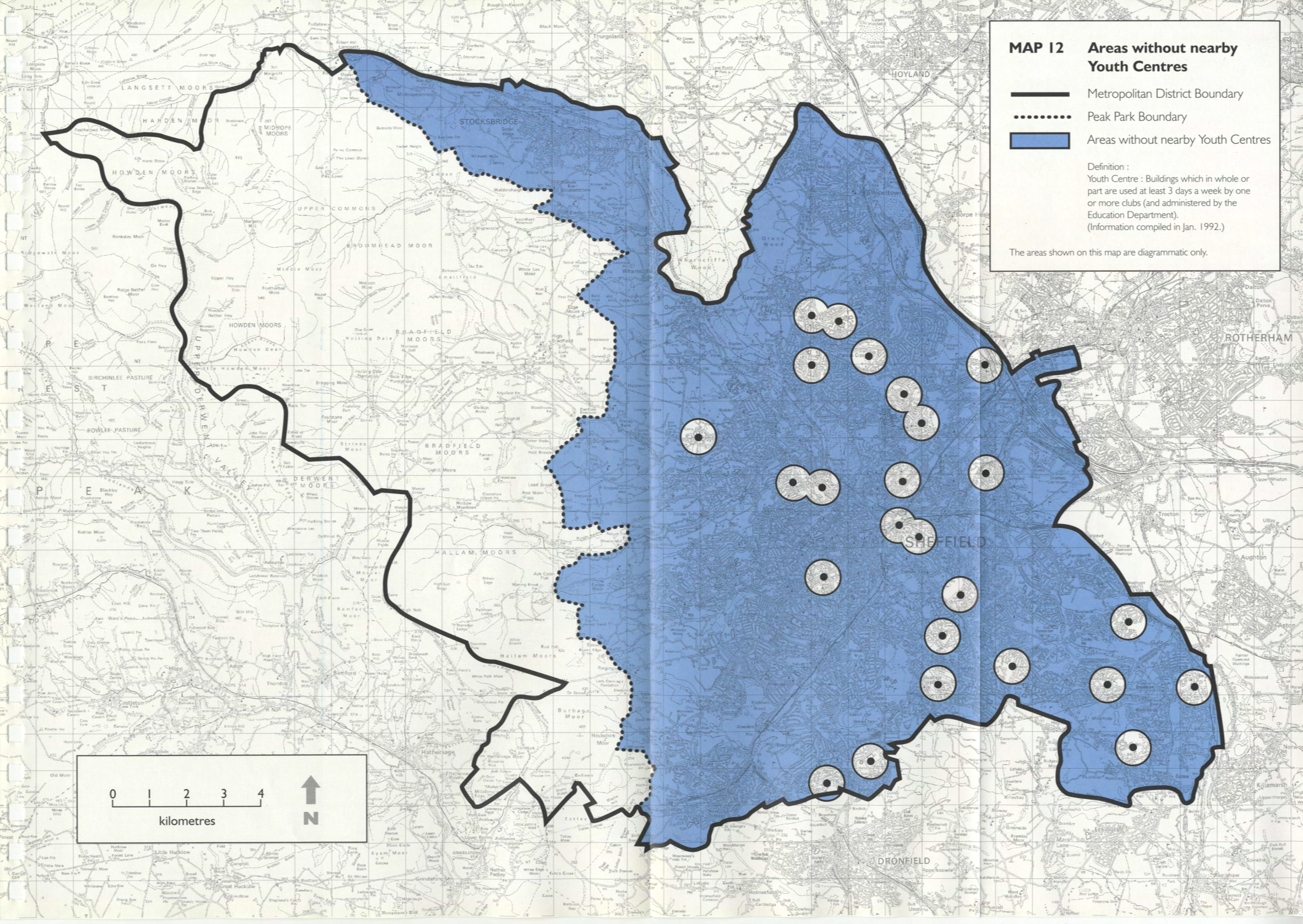


**MAP 12 Areas without nearby Youth Centres**

-  Metropolitan District Boundary
-  Peak Park Boundary
-  Areas without nearby Youth Centres

Definition :  
 Youth Centre : Buildings which in whole or part are used at least 3 days a week by one or more clubs (and administered by the Education Department).  
 (Information compiled in Jan. 1992.)

The areas shown on this map are diagrammatic only.





Since the City Centre is accessible to many parts of Sheffield, it provides an excellent location for many community facilities.

Land, premises and finance for community facilities and meeting places are in short supply in Sheffield. The best use must be made of the limited resources available.

The areas which are most short of these facilities are often those which are least likely to benefit from private developments.

### **How it will be put into practice**

#### **By:**

Negotiating with developers and other agencies to provide community facilities particularly where there is a shortage (see Policy CF5, page 173).

Deciding planning applications.

Providing a site for a new school at Mosborough Village.

Identifying and bringing into use as community meeting places appropriate sites or premises owned by the City Council and other public and voluntary bodies.

*see Policies IB5 to IB7, pages 126-133, H10 and H11, pages 154-158, CF6 and CF7, pages 176-178, S3, S7 and S8 pages 183, 194 and 196, MU2 to MU8 and MU10, pages 205-214 and 216, and LR3, page 223.*

## **CF2 KEEPING COMMUNITY FACILITIES**

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**Development which would result in the loss of community facilities will be permitted if:**

- (a) the loss is unavoidable and equivalent facilities would be provided in the same area; or**
- (b) the facilities are no longer required; or**
- (c) where a change of use of a building is involved, equivalent accommodation would be readily available elsewhere.**

### **Reasons for the Policy**

There is a serious shortage of community facilities meeting local needs across Sheffield. It is important to make sure that new development does not result in the loss of such facilities.

Community facilities are not profit-making and are vulnerable to commercial development proposals. Care needs to be taken to make sure that such facilities are protected.

School closures may threaten the loss of community facilities and the future use of the school premises and grounds will need to take account of this.

### **How it will be put into practice**

#### **By:**

Monitoring the effects of development proposals and planning applications on community facilities.

#### **Definitions**

**'Community facilities'**  
- see introduction to chapter, page 169.

**'In the same area'** -  
within 400 metres for community centres, youth centres and drop-in centres.



#### Definitions

*'Developments which the public are encouraged to visit' - include shopping centres, department stores, leisure facilities.*

*'Appropriate childcare facilities' - include changing and feeding rooms, toilets, play equipment, creches, nurseries and play groups.*

#### Definitions

*'Provision' - the level of provision expected will be in the range of one nursery place per 80-90 employees. Experience of other organisations has shown this to be a reasonable level. The City Council will monitor this guideline as the structure of the City's population changes.*

*'Accessible' - able ➤*

Consulting with community groups, local residents and developers.

Negotiating with developers to ensure that community facilities are protected, enhanced or created where they are likely to be lost or adversely affected by development.

Deciding planning applications.

### **CF3 CHILDCARE FACILITIES IN BUILDINGS USED BY THE PUBLIC**

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**In all developments which the public are encouraged to visit, the provision of appropriate childcare facilities for children of all ages will be encouraged.**

#### **Reasons for the Policy**

The existing provision of childcare and changing facilities for under five's in buildings used by the public is very inadequate.

Childcare facilities in shopping centres, sports and leisure facilities and community meeting places would make shopping, leisure or attending social gatherings easier for people with young children.

As the Council cannot insist on such facilities under its planning powers, their provision will be a matter for negotiation rather than one on which determination of planning applications will turn.

#### **How it will be put into practice**

##### **By:**

Deciding planning applications.

Negotiating with developers and entering into legal agreements to provide childcare facilities (see Policy CF5, page 173).

Promoting joint schemes between developers or retailers.

### **CF4 CHILDREN'S NURSERIES**

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**The provision of, or support for, accessible nursery facilities, on or off site, will be encouraged in major developments where people work or receive education or training.**

#### **Reasons for the Policy**

The provision of creches and nurseries in workplaces, training centres and centres of higher and further education would enable more people with caring responsibilities to work or undertake training and education. Where adequately subsidised this would particularly benefit single parents and people on low incomes.

Employers and workers may want facilities either on or off the site.



As the Council cannot insist on such facilities under its planning powers their provision will be a matter for negotiation rather than one on which determination of planning applications will turn.

### **How it will be put into practice**

#### **By:**

Deciding planning applications.

Negotiating with developers and entering into legal agreements to provide childcare facilities (see Policy CF5, below).

## **CF5 COMMUNITY BENEFITS**

**Planning obligations will be sought where they would enhance development proposals provided that:**

- (a) they are necessary to the granting of planning permission, relevant to planning and directly related to the development to be permitted; and**
- (b) the benefits sought are reasonably related in scale and kind to the developments concerned.**

### **Reasons for the Policy**

The Government's national planning guidance states that where planning obligations are to be sought regularly in connection with certain types of development, the planning authority's policy should be made clear in the UDP. A number of Policies in the Plan indicate where obligations may be sought; this Policy sets out the general principles which the Council will follow in such cases.

Planning legislation allows local planning authorities to enter into agreements which regulate the development of land. It enables agreements to be made about the provision of community benefits which conditions on planning permissions cannot always secure.

It is important to make sure that initiatives to regenerate Sheffield meet the needs of local people. This Policy provides that opportunity.

The following are examples of benefits which may be sought, though their relevance, and their precise nature and scale, will depend upon the individual development proposals concerned.

- Public toilets
- Childcare facilities in any major new development used by the public
- Community facilities including meeting places, especially those for disadvantaged people
- Recreation and play facilities
- Landscaping and protecting or enhancing features of natural history interest

to comply with the access provisions of Policy BE7, Design of Buildings Used by the Public, see page 66.

#### **'Major development'**

- for the purposes of this Policy, normally includes developments with:

- in the City Centre - over 5,000 sq. m. gross floor area, or over 300 workers, or site areas over a quarter of a hectare.
- outside the City Centre - over 300 workers, or sites of around 3 hectares.

#### **Other Information**

For other community facilities in Industry and Business Areas, see also Policy IB12, page 137.

#### **Other Information**

For the Government's national planning guidance, see Department of the Environment Circular 1/97, Planning Obligations 1997, paragraphs B9 to B13.

For planning legislation, see Town and Country Planning Act 1990, Section 106, revised by the Planning and Compensation Act 1991.

#### **Definitions**

**'Childcare facilities'** - as for Policy CF3, page 172.

**'Disadvantaged people'** - as for Policy CF1, page 170. ➤



*'South Yorkshire Forest'- as for Policy GE14, page 103.*

*'Street furniture'- includes seating, canopies, paving, barriers, dropped kerbs, ramps, landscaping and bus shelters.*

- Development of the South Yorkshire Forest
- Street furniture
- Facilities for pedestrians, cyclists and public transport users, including park-and-ride facilities
- Works of art and provision for archaeological excavation
- Workplace facilities and benefits, on or off the site, such as training facilities and childcare nurseries.

Sheffield's existing provision of childcare and toilet facilities in workplaces, shops and places of entertainment and leisure is totally inadequate (see also Policies BE7, page 66 and CF3 and CF4, above). In developments which the public are expected to visit it is reasonable for developers to be required to provide these facilities.

There is a shortage of many types of community facilities, especially meeting places, across Sheffield. New housing developments may create new demands on existing community facilities such as schools and meeting places. It is important to promote the further development of community facilities and encourage developers, where appropriate, to provide them as part of major schemes (see Policy CF1, page 170).

The City Council's planning powers offer scope for promoting the development of recreation and play facilities and landscaping in areas where existing provision is poor (see also Policies BE4, IB13 and H16, pages 62, 138 and 164). The setting of development may be enhanced by conserving or enhancing features of wildlife or other natural history interest (see Policies GE11 and GE13 to GE17, pages 99 and 102-108). Opportunities will arise for a wide range of improvements in the South Yorkshire Forest area (see Policy GE14, page 103).

A major development can have a big impact on the adjoining street. So developers are asked to provide benefits which would improve how the environment looks and works (see Policy BE10, page 70).

New developments such as industry, shopping and housing increase the demand on existing transport facilities. These may not be adequate to meet it. It is reasonable that developers contribute towards improvements that become necessary or desirable because of their developments. The types of improvements which are sought will reflect the Plan's transport Policies (see, for example, Policy BE10, page 70, and T6, T8 to T10, T22 and T24, pages 257, 260-264 and 277-280).

Works of art can contribute to a more interesting environment (see Policy BE12, page 73), while archaeological research contributes to an understanding of Sheffield's heritage (see Policy BE22, page 84).

Encouraging the provision of workplace facilities, such as training facilities and childcare nurseries as part of industry and business development, is one way of spreading the benefits of economic regeneration more widely. (See Policies IB12 and CF4, pages 137 and 172).



**How it will be put into practice****By:**

Assessing community needs and identifying potential future projects.

Negotiating with community groups, local people and developers.

Deciding planning applications.

Putting conditions on planning permissions.

Entering into legal agreements to enable provision of community benefits.

**Other Information**

*For negotiating with developers, see also the chapter Putting the Plan into Action, page 305.*

**DEVELOPMENT IN INSTITUTION AREAS**

*The Institution: Health and Institution: Education Areas provide mainly for hospital and university development.*

*The provision of hospital services in Sheffield is likely to change over the next 10 years to reflect the changing demands of patients. It is proposed that acute services will be developed on two sites - the Royal Hallamshire (including the Children's, Weston Park and Dental Hospitals) and the Northern General Hospital.*

*This change implies a major transfer of services from other sites during the 1990s. Policy CF6, therefore, deals with the possible redundancy and disposal of hospital land.*

*Sheffield's two Universities are located in the Institution: Education Areas, in the City Centre and on other nearby sites. The combined floor area of the two Universities amounts to approximately 0.5 million square metres which illustrates the extensive nature of these property occupiers within the City.*

*The two Universities make a major contribution to the education and training requirements of the City as well as the wider regional, national and international catchment area.*

*Substantial numbers of students are attracted to the two Universities which also employ a large number of staff within the institutions and associated facilities. A significant contribution is therefore provided to the City, and regional, economy.*

*Policy CF7 covers the campus areas of both Universities except for Totley Campus, which is within a Housing Area.*

*Policy CF8 sets out the conditions which need to be met by developments in all Institution Areas.*



## CF6 DEVELOPMENT IN INSTITUTION: HEALTH AREAS

In Institution: Health Areas, the following uses will be:

### Preferred

Hospitals and other residential institutions (C2)

### Acceptable

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Business (B1)

Hotels (C1)

Housing (C3)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Hostels

### Unacceptable

Other shops (A1) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre

General industry (B2)

Warehouses and open storage (B8)

Garage and transport depots

Petrol filling stations

Scrapyards

Development proposals for uses not listed will be decided on their individual merits.

All new development must also comply with Policies CF8 and S5 as appropriate.

### Reasons for the Policy

This Policy provides for major hospital services to be maintained or developed on a small number of key sites. These have good accessibility and links with a range of other health services.

There is some limited scope for other uses to locate within these areas. These would provide services for patients or hospital workers or be part of joint ventures establishing research facilities or supported housing accommodation.

Those uses listed as unacceptable would be inappropriate for a sensitive environment like that of a hospital.

Local Housing Areas need to be protected from inappropriate or over-intensive development of neighbouring hospital sites, for example, where it would cause parking problems for people living nearby.

### Definition

'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the Area.

### Other information

The codes in brackets in the Policy, for example (A1), tell you which class each land use belongs to. For more information, see Appendix 2.

For Policies CF8 and S5 see pages 178 and 191.

For conditions on new housing for people in need of care, see Policy H8, page 152.

For redundant hospital sites in the Green Belt, see Policy GE3, page 91.



**How it will be put into practice****By:**

Consulting with and working jointly with Sheffield Health Authority.

Deciding or making observations on planning applications.

Providing appropriate advice to developers, which would include supplementary planning guidance or planning briefs.

Directing development proposals which are unacceptable in these areas to areas in which they may be permitted.

**CF7 DEVELOPMENT IN INSTITUTION: EDUCATION AREAS**

**In Institution: Education Areas the following uses will be:**

**Preferred**

**Education uses and other community facilities and institutions (D1)**

**Housing (C3) at Psalter Lane**

**Acceptable**

**Small shops (A1)**

**Offices used by the public (A2)**

**Food and drink outlets (A3)**

**Business (B1)**

**Hotels (C1)**

**Residential institutions (C2)**

**Housing (C3)**

**Leisure and recreation facilities (D2)**

**Hostels**

**Unacceptable**

**Other shops (A1) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre**

**General industry (B2)**

**Warehouses and open storage (B8)**

**Garages and transport depots**

**Scrapyards**

**Development proposals for uses not listed will be decided on their individual merits.**

**All new development must also comply with Policies CF8 and S5 as appropriate.**

**Reasons for the Policy**

Both Universities are expanding and becoming involved with major development schemes. These combine education with housing, leisure, industry and business uses and contribute to the improvement and

**Definition**

*'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the area.*

**Other information**

*For Policies CF8 and S5, see below and page 191.*



regeneration of the City. The substantial student population and large number of jobs provided by the Universities and associated activities also make a significant contribution to the economic vitality of the City.

The development of education institutions (being part of the community facilities and institutions (DI) use class) is acceptable in principle in most areas of the City. However, both Universities are currently proposing to concentrate most of their activities in the City Centre.

This Policy caters for both Universities' need for development in areas where there are other development pressures by giving preference to community facilities and institutions (DI) where there is an ongoing need for these activities.

The range of acceptable uses is intended to provide a flexible framework for ancillary uses and for alternative uses for Institution: Education Areas which are surplus to University requirements.

The Psalter Lane site is expected to remain in use for University purposes for the period of the Plan but, if that use ceases, the preferred use will be housing. The site would make a valuable contribution to the supply of housing in a part of the City where land for that purpose is scarce.

### **How it will be put into practice**

#### **By:**

Deciding planning applications.

Working jointly with the Universities.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Directing development proposals which are unacceptable in these areas to areas in which they may be permitted.

### **CF8 CONDITIONS ON DEVELOPMENT IN INSTITUTION AREAS**

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**In Institution Areas, new development or change of use will be permitted provided that it would:**

- (a) not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area unless the preferred uses are no longer required; and**
- (b) not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety; and**
- (c) provide, where appropriate, an environmental buffer to shield sensitive land uses; and**
- (d) be well designed and of a scale and nature appropriate to**

#### **Definitions**

**'Institution Areas'** - Institution: Health, Institution: Education and Business: Institution: Leisure Areas.

**'Dominance'** - as set out in Appendix 1.

**'Environmental buffer'** - as for Policy IB14, page 139.

#### **Other Information**

For Policies for the Built and Green Environment, see pages 59-119.



the site; and

- (e) **comply with Policies for the Built and Green Environment, as appropriate; and**
- (f) **be served adequately by transport facilities and provide safe access to the highway network and appropriate off-street parking; and**
- (g) **comply with Policies CF6, CF7, LR3, and T28 as appropriate.**

### **Reasons for the Policy**

A wide range of uses is acceptable in principle in Institution Areas. But these are allowed in order to support or complement the dominant uses. It would undermine the distinctive roles of the Areas if other uses were to prevent the preferred types of development from taking place.

It may not always be possible in Institution Areas to ensure the environmental standards achieved in Housing Areas. However, conditions must still be acceptable for people living or staying here and new development should safeguard the environment of existing residents.

Suitable buffering may make it possible to site uses next to each other that otherwise might be bad neighbours.

Good design of new development would enhance the character and improve the appearance of these areas.

Many Institution Areas contain buildings set in attractive, landscaped grounds. Any redevelopment of these should not result in the loss of important natural features such as tree belts, hedgerows and ponds.

New development should not make access difficult or unsafe, or create problems parking on roads and streets.

### **How it will be put into practice**

#### **By:**

Deciding planning applications.

Setting conditions for new development.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Assessing the demands of new development on transport (see Policy T28, page 285).

### **Definitions**

*'Adequately served by transport facilities'* - complying with Policy T28, page 285.

*'Appropriate off-street parking'* - as set out in Policies T21 to T25, pages 276-282.

### **Other information**

*For parking provision in new developments, see Car Parking Guidelines, page 288-297.*

*For Policies CF6, CF7, LR3 and T28, see pages 176-188, 223 and 285.*

*For living conditions for people in need of care, see Policy H8, page 152.*



